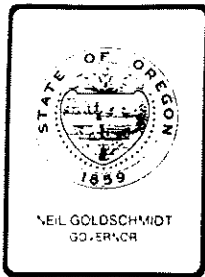


File - LCDC/planning



Department of Land Conservation and Development

1175 COURT STREET NE, SALEM, OREGON 97310-0590 PHONE (503) 378-4926

December 7, 1987

TO: Interested Persons

FROM: James F. Ross, Director *RLH/jr*

SUBJECT: AMENDING THE STATEWIDE PLANNING GOALS AND GUIDELINES

The state's Land Conservation and Development Commission (LCDC) soon will be considering amendments to several of Oregon's statewide planning goals and guidelines. This packet contains a draft of amendments that are being proposed and a schedule of hearings.

LCDC would like to hear your comments on these amendments. If you want to send written comments, please get them to the Department of Land Conservation and Development (DLCD) at the above address before January 21, 1988. If you want to present your comments orally, you are invited to speak at any of the hearings shown on the enclosed schedule. As you will see, hearings are to be held at a variety of times and places around the state.

The amendments are being proposed for two reasons. First, some of the goals are affected by recent legislation, and they need to be amended to reflect those changes in the law. Second, several goals and guidelines contain outdated passages, typographical errors, and grammatical problems that need to be corrected.

The more significant amendments would affect Goals 1, 8, 10, and 18 as outlined below:

Goal 1, Citizen Involvement -- Clarify the meaning of "committee for citizen involvement," "citizen advisory committee," and related terms.

Goal 8, Recreational Needs -- Bring the goal into conformance with recent legislation on destination resorts.

Goal 10, Housing -- Bring the goal into conformance with recent changes in the laws on "needed housing" and add some related definitions.

Goal 18, Beaches and Dunes -- Add provisions for dune grading.

In addition to the above changes, minor "housekeeping" amendments are proposed for the following goals: **Goal 2, Land Use Planning; Goal 3, Agricultural Lands; Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources; Goal 14, Urbanization; and Goal 15, Willamette River Greenway.**

Copies of the following legal documents relating to the above amendments are available from the Department of Land Conservation and Development: legal notice; citation of statutory authority; statement of need; finding of statewide need; principal document relied on; statement of fiscal impact.

Thank you for interest in Oregon's statewide planning program.

JFR:MR/sp
<info>

Enclosures

SCHEDULE OF HEARINGS ON AMENDMENTS TO THE STATEWIDE PLANNING
GOALS

Department Of Land Conservation and Development, December, 1987

<u>Date and Time</u>	<u>Place</u>	<u>DLCD Field Rep.</u>
Wednesday, December 16, 1987 7:30 p.m.	Hearing Room E Capitol Salem, Oregon	Bob Rindy 373-0067
Wednesday January 6, 1988 7:30 p.m.	City Hall 163 East Division Cannon Beach, Ore.	Gail McEwen 373-0093
Wednesday January 6, 1988 7:00 p.m.	Municipal Court Room 263 City Hall 411 West Eighth Medford, Oregon	Mel Lucas 776-6084
Tuesday January 12, 1988 7:00 p.m.	Room 20, Basement Conference Room Umatilla County Courthouse 216 SE Fourth Pendleton, Oregon	Brent Lake 388-6424
Wednesday January 13, 1988 7:30 p.m.	Council Chambers 500 Central Ave. Coos Bay, Oregon	Glen Hale 265-8869
Wednesday January 13, 1988 7:30 p.m.	Council Chambers Gresham City Hall 1333 NW Eastman Gresham, Oregon	Jim Sitzman 229-6068
Thursday January 14, 1988 7:30 p.m.	Council Chambers 720 NW Wall Bend, Oregon	Brent Lake 388-6424
Thursday January 14, 1988 7:30 p.m.	City-County Mtg. Room Law Enforcement Building 180 NW Fifth Corvallis, Oregon	Bob Rindy 373-0067

Thursday
January 14, 1988
7:30 p.m.

Old Library Bldg.
251 West Olive
Newport, Oregon

Gail McEwen
373-0093

Tuesday
January 19, 1988
7:30 p.m.

Council Chambers
MSD
2000 SW First Ave.
Portland, Oregon

Jim Sitzman
229-6068

Thursday
January 21, 1988
7:30 p.m.

Harris Hall
125 E. Eighth
Eugene, Oregon

Bob Rindy
373-0067

After the above hearings have been held by the Department of Land Conservation and Development, the Land Conservation and Development Commission (LCDC) will hold a public hearing on the proposed amendments. LCDC's hearing will occur during the commission's next regular meeting, now tentatively scheduled as follows:

Thursday
January 28, 1988
8:30 a.m.

Hearing Room E
Capitol
Salem, Oregon

MR:sp
<info>

1: CITIZEN INVOLVEMENT

GOAL

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.

The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized [citizen advisory committee or committees] committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Citizen advisory committee members shall be selected by an open, well-publicized public process.

The [citizen advisory committee] committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a

letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

2. Communication -- To assure effective two-way communication with citizens.

Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.

Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including *Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.*

4. Technical Information -- To assure that technical information is available in an understandable form.

Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.

Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy decisions shall be available in the form of a written record.

6. Financial Support -- To insure funding for the citizen involvement program.

Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the

planning budget. The governing body shall be responsible for obtaining and providing these resources.

GUIDELINES

A. CITIZEN INVOLVEMENT

1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).
2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.
3. In the selection of members for the [Citizen Advisory Committee] committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on [citizen advisory committees] the CCI; [citizen advisory] committee appointees should receive official notification of their selection; and [citizen advisory] committee appointments should be well publicized.

B. COMMUNICATION

Newsletters, mailings, posters, mail-back questionnaires, and other available media should be used in the citizen involvement program.

C. CITIZEN INFLUENCE

1. **Data Collection** - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.
2. **Plan Preparation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

3. **Adoption Process** - The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.
4. **Implementation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan.

The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

5. **Evaluation** - The general public, through the local citizen involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land-use plans.
6. **Revision** - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.

D. TECHNICAL INFORMATION

1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.
2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

E. FEEDBACK MECHANISM

1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

F. FINANCIAL SUPPORT

- 1[A]. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

2: LAND USE PLANNING

PART I - PLANNING

GOAL

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS [197.705 through 197.795] Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

(Intervening text to guideline "B" unchanged and omitted here.)

B. REGIONAL, STATE AND FEDERAL PLAN CONFORMANCE

It is expected that regional, state and federal agency plans will conform to the comprehensive plans of cities and counties. Cities and counties are expected to take into account the regional, state and national needs. Regional, state and federal agencies are expected to make their needs known during the preparation and revision of city and county comprehensive plans. During the preparation of their plans, federal, state and regional agencies are expected to create opportunities for review and comment by cities and counties.

In the event existing plans are in conflict or an agreement cannot be reached during the plan preparation process, then the Land Conservation and Development Commission expects the affected government units to take steps to resolve the issues. If an agreement cannot be

reached, the appeals procedures in ORS Chapter 197 may be used.

C. PLAN CONTENT

1. Factual Basis for the Plan

Inventories and other forms of data are needed as the basis for the policies and other decisions set forth in the plan. This factual base should include data on the following as they relate to the goals and other provisions of the plan:

- (a) Natural resources, their capabilities and limitations
- (b) Man-made structures and utilities, their location and condition
- (c) Population and economic characteristics of the area
- (d) Roles and responsibilities of governmental units.

2. Elements of the Plan

The following elements should be included in the plan:

- (a) Applicable statewide planning goals
- (b) Any critical geographic area designated by the Legislature
- (c) Elements that address any special needs or desires of the people in the area
- (d) Time periods of the plan, reflecting the anticipated situation at appropriate future intervals.

All of the elements should fit together and relate to one another to form a consistent whole at all times.

D. FILING OF PLANS

City and county plans should be filed, but not recorded, in the Office of the County Recorder. Copies of all plans should be available to the public and to affected governmental units.

E. MAJOR REVISIONS AND MINOR CHANGES IN THE PLAN AND IMPLEMENTATION MEASURES

The citizens in the area and any affected governmental unit should be given an opportunity to review and

comment prior to any changes in the plan and implementation ordinances. There should be at least 30 days notice of the public hearing on the proposed change.

1. Major Revisions

Major revisions include land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships.

The plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the plan. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the plan up to date; however, major revisions should not be made more frequently than every two years, if at all possible.

[The plan and implementation measures should be reviewed at least every two years and a public statement issued on whether any revision is needed. They can be reviewed in their entirety or in major portions. The review should begin with reexamining the data and problems and continue through the same basic phases as the initial preparation of the plan and implementation measures.]

2. Minor Changes

Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.

F. IMPLEMENTATION MEASURES

The following types of measure should be considered for carrying out plans:

1. Management Implementation Measures

- (a) Ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances. ORS Chapter 197 requires that the provisions of the zoning and

subdivision ordinances conform to the comprehensive plan.

- (b) Plans for public facilities that are more specific than those included in the comprehensive plan. They show the size, location, and capacity serving each property but are not as detailed as construction drawings.
- (c) Capital improvement budgets which set[s] out the projects to be constructed during the budget period.
- (d) State and federal regulations affecting land use.
- (e) Annexations, consolidations, mergers and other reorganization measures.

2. Site and Area Specific Implementation Measures

- (a) Building permits, septic tank permits, driveway permits, etc; the review of subdivisions and land partitioning applications[,]; the changing of zones and granting of conditional uses, etc.
- (b) The construction of public facilities (schools, roads, water lines, etc.)_.
- (c) The provision of land-related public services such as fire and police.
- (d) The awarding of state and federal grants to local governments to provide these facilities and services.
- (e) Leasing of public lands.

G. USE OF GUIDELINES FOR THE STATEWIDE PLANNING GOALS

Guidelines for most statewide planning goals are found in two sections--planning and implementation. Planning guidelines relate primarily to the process of developing plans that incorporate the provisions of the goals. Implementation guidelines should relate primarily to the process of carrying out the goals once they have been incorporated into the plans. Techniques to carry out the goals and plans should be considered during the preparation of the plan.

3: AGRICULTURAL LAND:

GOAL

To preserve and maintain agricultural lands.

Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space. These lands shall be inventoried and preserved by adopting exclusive farm use zones pursuant to ORS Chapter 215. Such minimum lot sizes as are utilized for any farm use zones shall be appropriate for the continuation of the existing commercial agricultural enterprise within the area.

Conversion of rural agricultural land to urbanizable land shall be based upon consideration of the following factors: (1) environmental, energy, social and economic consequences; (2) demonstrated need consistent with LCDC goals; (3) unavailability of an alternative suitable location for the requested use; (4) compatibility of the proposed use with related agricultural land; and (5) the retention of Class I, II, III and IV Soils in farm use. A governing body proposing to convert rural agricultural land to urbanizable land shall follow the procedures and requirements set forth in the Land Use Planning goal (Goal 2) for goal exceptions.

Counties may designate agricultural land as marginal land and allow those uses and land divisions on the designated marginal land as allowed by ORS 197.247.

Agricultural Land -- in western Oregon is land of predominantly Class I, II, III and IV soils and in eastern Oregon is land of predominantly Class I, II, III, IV, V and VI soils as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land-use patterns, technological and energy inputs required, or accepted farming practices. Lands in other classes which are necessary to permit farm practices to be undertaken on adjacent or nearby lands, shall be included as agricultural land in any event.

More detailed soil data to define agricultural land may be utilized by local governments if such data permits achievement of this goal.

Farm Use -- is as set forth in ORS 215.203 and includes the non-farm uses authorized by ORS 215.213 and ORS 215.283.

GUIDELINES

A. PLANNING

1. Urban growth should be separated from agricultural lands by buffer or transitional areas of open space.
2. Plans providing for the preservation and maintenance of farm land for farm use should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Non-farm uses permitted within farm use zones under ORS 215.213 (2) and (3) and 215.283(2) and (3) should be minimized to allow for maximum agricultural productivity.
2. Extension of services, such as sewer and water supplies into rural areas should be appropriate for the needs of agriculture, farm use and non-farm uses established under ORS 215.213 and 215.283.
3. Services that need to pass through agricultural lands should not be connected with any use that is not allowed under ORS 215.203, [and] 215.213, and 215.283, should not be assessed as part of the farm unit and should be limited in capacity to serve specific service areas and identified needs.
4. Forest and open space uses should be permitted on agricultural land that is being preserved for future agricultural growth. The interchange of such lands should not be subject to tax penalties.

5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

Guideline A7:

7. As a general rule, plans should prohibit outdoor advertising signs except in commercial or industrial zones. Plans should not provide for the reclassification of land for the purpose of accommodating an outdoor advertising sign. The term "outdoor advertising sign" has the meaning set forth in ORS 377.710[(20)](24).

(Remainder of Goal 5 unchanged and omitted here.)

6: AIR, WATER AND LAND RESOURCES QUALITY

Guideline A6:

6. Before they are adopted, plans of state agencies [before they are adopted] should be coordinated with and reviewed by local agencies with respect to the impact of these plans on the air, water and land resources in the planning area.

(Remainder of Goal 6 unchanged and omitted here.)

8: RECREATIONAL NEEDS

GOAL

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

RECREATION PLANNING

The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

DESTINATION RESORT SITING

Comprehensive plans may provide for the siting of destination resorts on rural lands subject to the provisions of the Goal and without a Goal 2 exception to Goals 3, 4, 11, or 14.

1. To assure that resort development does not conflict with the objectives of other Statewide Planning Goals, destination resorts allowed by this Goal shall not be sited in the following areas:
 - (a) Within [30] 24 air miles of an urban growth boundary with an existing population of 100,000 or more unless residential uses are limited to those necessary for the staff and management of the resort;
 - (b) On a site with 50 or more contiguous acres of unique or prime farm land identified and mapped by the Soil Conservation Service; or within three miles of farm land within a High[-]Value Crop Area except that small destination resorts shall not be closer to a high value crop area than one-half mile for each 25 units of overnight lodging or fraction thereof.
 - (c) On predominantly Cubic Foot Site Class 1 or 2 forest lands as determined by the State Forestry Department, which are not subject to an approved Goal exception;
 - (d) In the Columbia River Gorge [(as defined by ORS 390.460);] National Scenic Area as defined by

the Columbia River Gorge National Scenic Act,
P.L. 99-663;

- (e) On areas protected as Goal 5 resource sites in acknowledged comprehensive plans protected in spite of identified conflicting uses ("3A" sites designated pursuant to OAR 660-16-010(1)).
- (f) Especially sensitive big game habitat as generally mapped by the Oregon Department of Fish and Wildlife in July 1984 and as further refined through development of comprehensive plans implementing this requirement.

In addition to (a)-(f) above, small destination resorts shall be limited to the following areas:

- (i) Lands where there has been an exception to Statewide Planning Goals 3, 4, 11, or 14; and
- (ii) Such secondary lands as the Commission deems appropriate.

- 2. Counties shall ensure that destination resorts are compatible with the site and adjacent land uses through the following measures:
 - (a) Important natural features, including habitat of threatened or endangered species, streams, rivers, and significant wetlands shall be maintained. Riparian vegetation within 100 feet of streams, rivers and significant wetlands shall be maintained. Alterations to important natural features, including placement of structures which maintain the overall values of the feature may be allowed.
 - (b) Improvements and activities shall be located and designed to avoid or minimize adverse effects of the resort on uses on surrounding lands, particularly effects on intensive farming operations in the area. At a minimum, measures to accomplish this shall include:
 - (i) Establishment and maintenance of buffers between the resort and adjacent land uses, including natural vegetation and where appropriate, fences, berms, landscaped areas, and other similar types of buffers.
 - (ii) Setbacks of structures and other improvements from adjacent land uses.
- 3. Comprehensive plans allowing for destination resorts shall include implementing measures which:

- (a) Map areas where large destination resorts are permitted by requirement (1) above.
- (b) Limit uses and activities to those permitted by this Goal.
- (c) Assure developed recreational facilities and key facilities intended to serve the entire development and visitor oriented accommodations are physically provided or are guaranteed through surety bonding or substantially equivalent financial assurances prior to closure of sale of individual lots or units. In phased developments, developed recreational facilities and other key facilities intended to serve a particular phase shall be constructed prior to sales in that phase or guaranteed through surety bonding.

DEFINITIONS

Destination Resort -- a self-contained development providing visitor-oriented accommodations and developed recreational facilities in a setting with high natural amenities. To qualify as a large destination resort under Goal 8, a proposed development must meet the following standards:

- (1) The resort is located on a site of 160 acres or more except within two miles of the ocean shoreline and the site is 40 acres or more.
- (2) At least 50 percent of the site is dedicated permanent open space excluding yards, streets and parking areas.
- (3) At least \$2 million (in 1984 dollars) is spent on improvements for on-site developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount shall be spent on developed recreational facilities.
- (4) Visitor-oriented accommodations including meeting rooms, restaurants with seating for 100 persons, and 150 separate rentable units for overnight lodging are provided. Accommodations available for residential use shall not exceed two such units for each unit of overnight lodging.
- (5) Commercial uses provided are limited to types and levels necessary to meet the needs of visitors to the development, and industrial uses are not permitted.

To qualify as a small destination resort under Goal 8, a proposed development must meet the following standards:

- (a) The resort shall be located on a site of 20 acres or more.
- (b) At least \$1 million (in 1984 dollars) shall be spent on improvements for on-site developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount shall be spent on developed recreation facilities.
- (c) At least 25 but not more than 75 units of overnight lodging shall be provided.
- (d) Restaurant and meeting rooms with at least one seat for each unit of overnight lodging shall be provided.
- (e) Residential uses shall be limited to those necessary for the staff and management of the resort.
- (f) The county governing body or its designee shall review the proposed resort and determine that the primary purpose of the resort is to provide lodging and other services oriented to a recreational resource which can only reasonably be enjoyed in a rural area. Such recreational resources include, but are not limited to, a hot spring, a ski slope, or a fishing stream.
- (g) The resort shall be constructed and located so that it is not designed to attract highway traffic. Resorts shall not use any manner of outdoor advertising signing except:
 - (i) Tourist oriented directional signs as provided in ORS 377.715 to 377.830; and
 - (ii) On-site identification and directional signs.

Developed Recreation Facilities -- are improvements constructed for the purpose of recreation and may include but are not limited to golf courses, tennis courts, swimming pools, marinas, ski runs and bicycle paths.

High Value Crop Area -- an area in which there is a concentration of commercial farms capable of producing crops or products with a minimum gross value of \$1,000 per acre per year. These crops and products include field crops, small fruits, berries, tree fruits, nuts, or vegetables, dairying, livestock feedlots, or Christmas trees as these

terms are used in the 1983 county and State Agricultural Estimates prepared by the Oregon State University Extension Service. The High Value Crop Area Designation is used for the purpose of minimizing conflicting uses in resort siting and is not meant to revise the requirements of Goal 3 or administrative rules interpreting the Goal.

Overnight Lodgings -- are permanent, separately rentable accommodations which are not available for residential use. Overnight lodgings include hotel or motel rooms, cabins, and time share units. Individually owned units may be considered overnight lodgings if they are available for overnight rental use by the general public for at least [48] 45 weeks per calendar year through a central reservation and check-in service. Tent sites, recreational vehicle parks, mobile homes, dormitory rooms, and similar accommodations do not qualify as overnight lodgings for the purpose of this definition.

Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.

Recreation Needs -- refers to existing and future demand citizens and visitors for recreations areas, facilities and opportunities.

Self-contained Development -- [means that community sewer, water, and recreational facilities are provided on-site and are limited to meet the needs of the resort.] means a development for which community sewer and water facilities are provided on-site and are limited to meet the needs of the development or are provided by existing public sewer or water service as long as all costs related to service extension and any capacity increases are borne by the development. A "self-contained development" shall have developed recreational facilities provided on-site.

Visitor-oriented Accommodations -- are overnight lodging, restaurants, meeting facilities which are designed to and provide for the needs of visitors rather than year-round residents.

(Goal 8's Guidelines are to remain unchanged and are omitted here.)

10: HOUSING

GOAL

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

Buildable Lands -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

Government-Assisted Housing -- means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

Household -- refers to one or more persons occupying a single housing unit.

Manufactured Homes -- means structures with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 USC 5401 et seq.), as amended on August 22, 1981.

Needed Housing Units -- until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and mobile homes, whether occupied by owners or renters.

(Goal 10's Guidelines are to remain unchanged, and are omitted here.)

14: URBANIZATION

Guideline A:

A. PLANNING

1. Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account (1) the growth policy of the area, (2) [population needs (by the year 2000)] the needs of the forecast population, (3) the carrying capacity of the planning area, and (4) open space and recreational needs.

(Remainder of Goal 14 to remain unchanged, and is omitted here.)

15: WILLAMETTE RIVER GREENWAY

GOAL

[The Willamette River Greenway presents a unique and unprecedented problem. The outlines of the problem are (1) a legislative policy directing development and maintenance of a natural, scenic, historical and recreational greenway along the Willamette River; (2) accomplishment of this purpose by the development and implementation of a "plan" (3) through the "cooperative efforts" of the state and local units of government (ORS 390.314(1) and (2)(a)). Except for this broad directive, there is no specific legislative guidance as to how this undertaking is to be accomplished for what amounts to over 600 miles of riverbank. The legislature did direct the Oregon Department of Transportation (DOT) to prepare a plan "for the development and management of the Willamette River Greenway." (ORS 390.318(1)) However, the detail as to what was to go into the plan is sketchy. The legislature required the setting forth of the boundaries of the Greenway, interests to be acquired by units of governments, the location of publicly owned property and the locations of aggregate deposits. (ORS 390.318(2) and (3)) The legislature also directed the Land Conservation and Development Commission (LCDC), following preparation of the Plan by DOT, to make such investigation and review of the plan "as it considers necessary" and to "revise the plan...itself or require such revision by the Department and units of local government." (ORS 390.322(1)) Again, however, the question of how the Greenway was to come about through the cooperative efforts of the various units of government was not spelled out.

The situation therefore calls for some overall management framework within which the various public agencies can act to accomplish the legislative intent.

Accordingly, the LCDC deems a statewide planning goal to be necessary not only to implement the policy of the Greenway Law, but also to provide the parameters within which the DOT plan can be formulated and carried out for the Greenway. Within those parameters local governments can formulate and implement (in a manner in harmony with the DOT plan), those Greenway portions of their comprehensive plans and implementing ordinances within their boundaries.]

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

(Intervening text to Section C omitted here.)

C. CONSIDERATIONS AND REQUIREMENTS

The Oregon Department of Transportation (DOT) Greenway Plan, the portions of each city and county comprehensive plan within the Greenway, and the portions of plans and programs and implementation measures of all special districts, state and federal agencies within the Greenway shall be based on the following factors:

(Remainder of Goal 15 unchanged and omitted here.)

18: BEACHES AND DUNES

Implementation Requirement 7:

7. Grading or sand movement necessary to maintain views or to prevent sand inundation may be allowed for structures in foredune areas only if the area is committed to development or is within an acknowledged urban growth boundary and only as part of an overall plan for managing foredune grading. A foredune grading plan shall include the following elements based on consideration of factors affecting the stability of the shoreline to be managed including sources of sand, ocean flooding, and patterns of accretion and erosion (including wind erosion), and effects of beachfront protective structures and jetties. The plan shall:
 - a. Cover an entire beach and foredune area subject to an accretion problem, including adjacent areas potentially affected by changes in flooding, erosion, or accretion as a result of dune grading;
 - b. Specify minimum dune height and width requirements to be maintained for protection from flooding and erosion. The minimum height for flood protection is 4 feet above the 100 year flood elevation;
 - c. Identify and set priorities for low and narrow dune areas which need to be built up;
 - d. Prescribe standards for redistribution of sand and temporary and permanent stabilization measures including the timing of these activities; and
 - e. Prohibit removal of sand from the beach-foredune system.

(Remainder of Goal 18 to be unchanged, and is omitted here.)

"DEFINITIONS": Amend one definition as follows:

AGRICULTURAL LAND. See definition in [Agricultural Lands Goal] Goal 3, "Agricultural Lands."

Add four new definitions, as follows:

CITIZEN ADVISORY COMMITTEE (CAC). A group of citizens organized to help develop and maintain a comprehensive plan and its land use regulations. Local governments usually establish one such group for each neighborhood in a city or each district in a county. CACs may also be known as neighborhood planning organizations, area advisory committees, or other local terms. CACs convey their advice and concerns on planning issues to the planning commission or governing body. CACs also convey information from local officials to neighborhood and district residents.

CITIZEN INVOLVEMENT ADVISORY COMMITTEE (CIAC). A state committee appointed by the Land Conservation and Development Commission to advise that commission on matters of citizen involvement, to promote public participation in the adoption and amendment of the goals and guidelines, and to assure widespread citizen involvement in all phases of the planning process. CIAC is established in accordance with ORS 197.160.

CITIZEN INVOLVEMENT PROGRAM (CIP). A program established by a city or county to ensure the extensive, ongoing involvement of local citizens in planning. Such programs are required by Goal 1, "Citizen Involvement," and contain or address the six components described in that goal.

COMMITTEE FOR CITIZEN INVOLVEMENT (CCI). A local group appointed by a governing body for these purposes: assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning; assisting in the implementation of the citizen involvement program; and evaluating the process being used for citizen involvement. A CCI differs from a citizen advisory committee (CAC) in that the former advises the local government only on matters pertaining to citizen involvement and Goal 1. A CAC, on the other hand, may deal with a broad range of planning and land use issues. Each city or county has only one CCI, whereas there may be several CACs.

(Other goal definitions are to remain unchanged and are omitted here.)

<wp>goal.amendments